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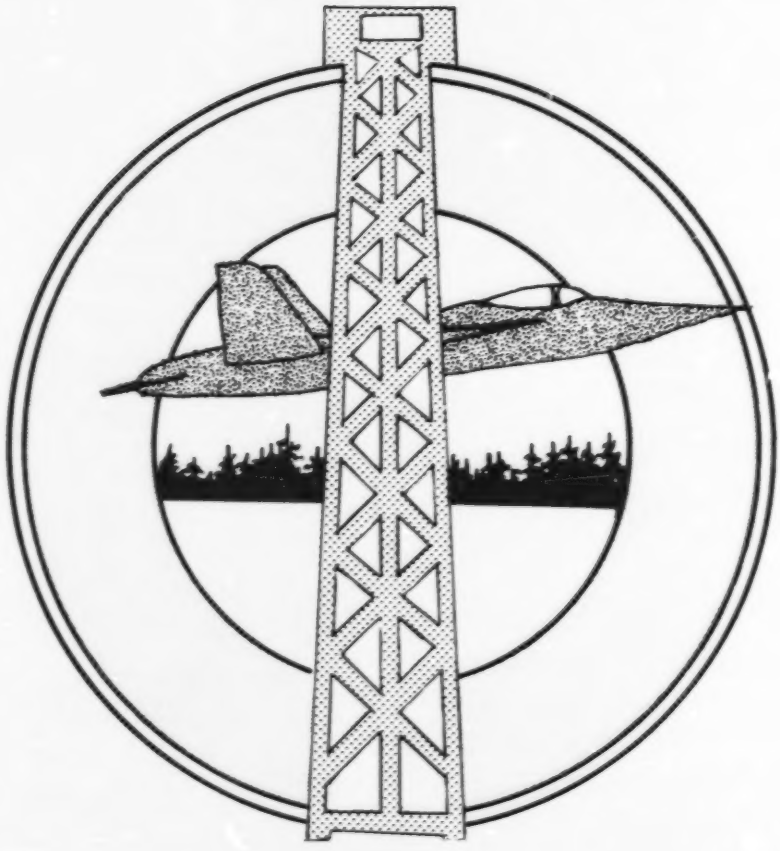
TOWN OF GRAND CENTRE
GENERAL MUNICIPAL PLAN
1982



GRAND CENTRE

GENERAL MUNICIPAL PLAN

October, 1982

Grand Centre General Municipal Plan Update Committee

- Municipal Planning Commission

L. Patterson, Chairman
D. Brandley
J. Bridges
W. Hannon
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- Resource Staff

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Department of Municipal Affairs

Alberta

BY-LAW NO. 82-487

TOWN OF GRAND CENTRE GENERAL MUNICIPAL PLAN 1982

A BY-LAW OF COUNCIL OF TOWN OF GRAND CENTRE IN THE PROVINCE OF ALBERTA TO ADOPT THE GENERAL MUNICIPAL PLAN 1982 FOR THE TOWN OF GRAND CENTRE.

WHEREAS the Council of the Town of Grand Centre did appoint the Municipal Planning Commission and the Department of Municipal Affairs to assist them in preparation of the General Municipal Plan to describe the manner in which the future development or re-development of the Town of Grand Centre may best be organized and carried out; and

WHEREAS the General Municipal Plan Committee has prepared a General Municipal Plan on the basis of surveys and studies of land use, population growth, the economic base, transportation and communication needs, public services and such other relevant factors.

NOW THEREFORE, the Council of the Town of Grand Centre under the authority of Section 61, Planning Act, Chapter P-9, Revised Statutes of Alberta 1980 as amended thereto, hereby enacts as follows:

1. This by-law shall be known as "The Town of Grand Centre General Municipal Plan 1982".

2. The General Municipal Plan 1982 of the Town of Grand Centre attached hereto as Schedule "A" to this by-law is hereby adopted.

3. This by-law may be amended in accordance with the provisions of the Planning Act.

4. This by-law shall come into full force and effect immediately upon third reading thereof.

FIRST reading given in open Council assembled in the Town of Grand Centre in the Province of Alberta, this 27th day of October A.D. 1982, on motion by Councillor Young. Carried.

PUBLIC HEARING held with respect to this by-law on December 1, 1982.

SECOND reading given in open Council assembled in the Town of Grand Centre in the Province of Alberta, this 26th day of January A.D. 1983, on motion by Councillor Coates. Carried.

THIRD reading given in open Council assembled in the Town of Grand Centre in the Province of Alberta this 23rd day of February A.D. 1983, on motion by Councillor MacDougall. Carried.

MAYOR N. KOWAL

TOWN MANAGER D. LENIHAN

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INTRODUCTION

The General Municipal Plan is an attempt to view the future and to arrive at the best overall future development policy for the community. It, primarily, has a land use orientation, but also takes into account such interrelated elements of the community as economics, social factors, physical features and quality of life. The function of the general municipal plan is to foster orderly and efficient land use development in the municipality.

"The Planning Act, Chapter P-9, Revised Statutes of Alberta 1980" as amended requires that a "General Municipal Plan shall

(a) describe

  (i) the land uses proposed for the municipality, and

  (ii) the manner of and the proposals for future development in the municipality;

(b) designate or describe the areas of the municipality that would, in the opinion of Council, be suitable for an area structure plan or an area development plan or both;

(c) contain such other matters as the Council considers necessary".

The plan has some very general and yet important objectives:

(a) to provide guidelines for the Town Council, the Administrator, and the Development Officer in the day-to-day decision-making process which will ultimately determine what Grand Centre will look like in the long-term future;

(b) to provide local residents with an understanding of the town's position on growth policy and land use regulation;

(c) to provide regulatory bodies, such as those who consider subdivision applications, with a statement of the Town's growth and development policies; and

(d) to ensure that the private development sector has a guide for consideration of development proposals in the Town.

The purpose of the Plan is to provide a broad statement of policy that will guide development, taking into account: quality of life, orderly development, efficiency, economics, convenience, and the Town's growth philosophy.

METHODOLOGY

In late 1981, Town Council formed a General Municipal Plan Update Committee consisting of the Municipal Planning Commission (M.P.C.) and a Resource Staff. This Committee held their first meeting January 28, 1982 and continued meeting once per month until July where meetings started twice per month for July and August. At the July 22 meeting, the Committee was joined by the General Municipal Plan Update Committee from the Town of Cold Lake to discuss matters of mutual interest. Twice monthly meetings continued through August and September with the Committee's recommendation to Council finalized in October.

ANALYSIS

1. Location

Grand Centre is located approximately 300 kilometers north-east of Edmonton in an area subject to increasing growth and development pressure as a result of heavy oil activities in the Cold Lake region. The Town is 8 kilometers south of Cold Lake and 45 kilometers east of the Town of Bonnyville. Canadian Forces Base Cold Lake is located immediately west of Grand Centre.

2. Terrain

The land around the Town ranges from flat to hummocky and can be described as a slightly rolling plain. The town itself is situated in a slight bowl-like depression.

3. Development Constraints

Although not precluding development, the Town is faced with a number of constraints which must be taken into account when considering future development. These constraints include: Highway 28, the Canadian National Railway (line and station grounds), the location and capacity of the Town's sewage treatment facility (as well as the final disposition of the old site), the capacity and nature of the Town's water supply, the proximity of Canadian Forces Base (C.F.B.) Cold Lake, topographic considerations and a high local water table. With the construction of the regional sewer and water system, the capacity for future growth is readily available. The Town has carried out studies which indicate what has to be done with storm sewer, sanitary sewer and water systems and the resulting costs. The Government and private funding will be required.

The highway, railway and air base locations have been considered and the future land use designed to minimize the effect of these constraints.

4. Existing Land Use

Within the present Town boundary, there are approximately 2,785 acres (1127 hectares). Of this total (excluding roadways and lanes) approximately 2,280 acres (923 hectares) or 82% of the land in the town is vacant. In excess of 75% of this land is developable. The following table indicates the present land use distinction in Grand Centre.

Present Land Use (1982 Estimate)	Acres	% of Total
Residential		
Single Family	170	6.10
Mobile Home	25	.90
Multiple Family	10	.36
Commercial		
Primary	40	1.44
Secondary	5	.18
Highway	10	.36
Industrial	30	1.08
Public/Institutional	65	2.33
Recreation/Open Space	50	1.80
Vacant Serviced	80	2.87
Utility	100	3.59
Vacant Non-Serviced	2200	78.99
TOTAL	2785	100.00

Recent annexations include 1200 acres (Jan. 1980), also lagoon lands (Jan. 1981) and garbage dump area (Jan. 1982).

5. Economic Potential

The Town will grow primarily as a result of the in-migration brought about by the region's expanding economic base. This expansion will occur as a result of increasing employment in the resource industry sector (establishment of petroleum upgrading plants in the Cold Lake heavy oil sands area and the development of the Cold Lake fish hatchery) as well as increasing employment in tourism (promotion of the "Northern Woods and Waters Route" - a northern trans-provincial highway and local tourism development including the fish hatchery and the Ski Hill (Kinosoo Ridge)). Expansion in the retail service sectors (as the area population grows, more opportunity for retail and service jobs will occur) and Airbase expansion as a result of the deployment of the F18 and other facilities on C.F.B. Cold Lake will also encourage moderate but steady growth.

6. Community Facilities

Steps are being undertaken to provide a better level of services for the present population. Local officials believe that there is a need to upgrade service in the areas of education and protective services. The new expanded Cold Lake Hospital when constructed will provide a much improved health care facility. The completion of the first phase of the Leisure Village has expanded the recreation possibilities in the Town and its ultimate completion will be required for a higher population. Substantial expansion in all community facility areas will be required to handle major population growth.

7. Existing Utility Capacity

With completion of the regional water and sewer system, the Town will have the capacity to grow by five fold (or more). The community is presently establishing a storm water management system to service the entire development area.

8. Community Concerns

The potential development boom, as a result of oil sand development, has dictated a general examination of the concerns for the Town's

future. These concerns include: the need for expanding services (utility, education, social, recreational, retail and cultural opportunities), business area parking, slow land development, increasing costs (land and building), aesthetic qualities of the town, social problems, the costs of expanding services, an adequate, affordable housing unit inventory, improved overall Town design standards, and the need for a Town growth and development strategy.

THE PLAN

Community Goals

1). That the town should grow in a manner which will provide its residents the social and economic benefits of a larger, growing center.

2). That growth should be phased so that utility services and physical development are expanded from the existing built-up area outward so that "leapfrogging" is avoided.

3). That development should only occur within the defined drainage catchment area to prevent costly installation and operating costs of additional sewage lift stations and separate storm drainage management systems.

4). That the opportunity should be provided to expand all land use activities (residential, commercial, industrial, recreational, institutional, etc.), and particularly industrial and commercial, with the aim of expanding the tax base.

5). That the Town will develop, adopt and adhere to realistic planning controls which will guide the growth of the community.

6). That new development should be responsible for the costs of growth that it incurs, that this cost will not be borne by existing residents.

7). That redevelopment of under-utilized land should be encouraged.

8). That the Town should attempt to expedite the provision of pavement and the beautification of the community.

9). That the Town establish major residential neighbourhood units to facilitate acceptance of the growing population.

10). That the Town should attempt to establish and maintain a functional land use hierarchy to minimize the potential for land use incompatibility, through buffering and design control within the area structure plans.

11). That the Town should work towards day-to-day cooperation and/or integration of the non-military aspects of C.F.B. Cold Lake and day-to-day cooperation with the Town of Cold Lake to the benefit of all concerned.

12). That the Town should encourage a feasibility study examining the pros and cons of amalgamation of urban communities in this region.

13). That future growth and development should be managed so as to remain within the Town's expected financial capabilities.

14). That the Town should continually monitor development to responsibly plan for necessary policy adjustments if and when required.

SPECIFIC LAND USE OBJECTIVES AND POLICIES

1) RESIDENTIAL

(1) Objectives

1. Provision of all types of housing (mobile home parks, mobile home subdivision, single family housing, duplexes, fourplexes, rowhousing, cluster housing and apartments) as well as consideration of innovative housing or subdivision design possibilities.

2. Establishment of the residential neighbourhood unit concept in which the residential development will be focussed on a composite open space, recreational and school facility area.

3. Provision of land for senior citizen housing near the commercial core. (Townhouse or rowhousing development with garden space would be one possibility). That ownership, condominium or rental options will be considered.

4. Provision of a high standard of fully serviced land throughout the community for all residential land types.

(2) Policies

1. That Council will encourage and consider proposals for all types of housing and innovative housing projects on a project-by-project basis.

2. That specific and general locational aspects for each type of residential use will be considered based on the residential neighbourhood unit concept (sample, Map 4).

3. That the neighbourhood unit will be the basis of future residential development and this unit (640 acres) will provide a section by section basis to the overall residential development. Public reserve dedications for each quarter section will be located such that a consolidated central reserve is provided for each section. Smaller reserve areas will be scattered throughout the quarter section to provide a park reserve land heirarchy in accordance with the overall plan for each neighbourhood unit. Each neighbourhood unit will provide a wide spectrum of housing possibilities with higher densities located in areas of better vehicle access and in proximity to the neighbourhood community facilities.

4. That a new housing unit ratio of 50% single family and 50% multiple family (maximum) will be acceptable. This will involve a residential land use proportion, in new residential development areas, of approximately 80% of land in single family and 20% in multiple family and will be located as provided based on the Neighbourhood Unit Design.

5. That higher density developments will require the following attributes:

   (a) not over-aggregated (e.g., no more than 300 units in a defined physical area - this area size will be based on the merits of the overall residential plan);

   (b) located on or near good access (collector quality roadway provision);

   (c) that buffering will be provided where required to maintain the integrity of the higher density and surrounding land uses; and

   (d) that these multiple family densities will be located in proximity to community open space with the possibility of providing some on-site space if required.

6. That mobile home subdivision will require the same design standards as single family development. These areas will be considered as required and proposed in the white areas on the Proposed Land Use Map. The possibility of providing the option of eventually replacing the mobile home with a conventional single family dwelling will be considered if the owner/occupant requests. This provision will be indicated in the Land Use By-Law for certain areas.

7. That mobile home park development will be considered in such places as those deemed appropriate by the proposal itself, and any environmental consideration important to the well-being of the potential resident.

8. That residential development possibilities will be reviewed by the Town and this plan's staging will be adjusted to have housing available as it is required. The potential staging has been indicated on the Staging Development Map. Prior to approximately 70% of Stage 1 being developed, Stage 2 will not start development, unless the first stage is being marketed unreasonably or not developed at all. This would apply for Stage 2, 3, 4 and 5. Stage 1 includes one half of the first two neighbourhood units, Stage 2 and subsequent stages are based on neighbourhood units but also reflect the extension of utility services and the Town boundary. The Staging Development and Stage Capacities Plan indicates the sequence of development (Map 3).

9. That residential development will conform to Town standards as required through development agreements and Town by-laws.

2) COMMERCIAL

(1) Objectives:

1. The Town develop a full commercial hierarchy by providing the land use policy direction for establishment and maintenance of:

   (a) Primary commercial areas for primary or intensive retail functions;

   (b) Secondary commercial areas for large space oriented developments generating less intensive retail activity;

   (c) Highway commercial areas for retail activities geared to, and to provide service to the travelling public; and

   (d) Convenience retail areas to provide service where required for neighbouring residential areas.

   This will involve the dedication and protection of the areas indicated on the Proposed Land Use Map and in the Land Use By-Law.

2. That the Town develop and strive to maintain a strong, viable attractive commercial core but is prepared to recognize a regional shopping centre when growth dictates.

(2) Policies:

1. That the Town will allow intensive retail functions to locate only in the designated area. Development standards will include amenity and parking considerations and the Town will designate general areas in its Redevelopment Plan for parking over and above specific site considerations.

2. That the Town will encourage aesthetically pleasing commercial development throughout the commercial hierarchy through the development agreement process including where feasible: parking, green or open space, design and integrated site planning including adjoining commercial developments.

3. That commercial development will not occur out of sequence with the development of adjoining development areas (the development sequence of periphery lands has been indicated on Map 3).

4. That a Redevelopment Plan will be adopted by Council to indicate the nature of development in the expanded core as shown on the Future Land Use Map.

5. That the expanded core commercial development area will provide sufficient core commercial development opportunity, in conjunction with the other commercial areas (highway commercial, neighbourhood convenience) to service the potential population of Stages 1 to 5 (Map 3 and Future Land Use Map).

6. That highway commercial development should be in the form of a clustered subdivision and not of a ribbon development nature.

3) INDUSTRIAL

(1) Objectives:

1. That the Town will encourage the expansion and diversification of its tax and employment base through provision of industrial land.

2. That the Town will encourage the development of light industrial parks on the basis of acceptable aesthetics and standards of air and noise pollution.

(2) Policies:

1. That industrial land will be provided as indicated on the Future Land Use Map.

2. That future industrial land will be indicated as required in areas not suited to other land uses, and in areas capable of meeting the needs of light industrial development without being incompatible with adjoining land uses.

3. That the lands designated industrial will, through the development agreement and the Town's regulatory control, meet acceptable standards for air and noise pollution, be efficient and aesthetic in design, and maintain a high degree of access.

4. No further industrial development shall be permitted north of the existing developed areas of Grand Centre.

5. That the former sewage lagoon site (SW 34-62-2-W4) will be reclaimed for future use.

4) RECREATION

(1) Objectives:

1. Development of a recreation-open space hierarchy (tot lot 1000 square metres, local park 1 to 2 hectares, neighbourhood park 3 to 8 hectares) will be established and implemented.

2. The neighbourhood unit concept involves the provision of a central area from four quarter sections of development land. It will provide space for schools and recreational opportunity for around 10,000 people. Each contributing quarter section of development will provide about 1/4 of the total area for this neighbourhood unit open space, as well as, local and tot facilities as required. The normal subdivision requirements (10% of land subdivided) for public reserve land is considered sufficient.

3. The General Municipal Plan supports and endorses the Goals of the "Recreation Master Plan" listed and expanded as follows:

   (a) that parks be better spaced to provide open space throughout the community and be visible from at least two sides;

   (b) that park planning include local resident involvement;

   (c) that development agreements require that the park space be physically developed for the specified park use by the developer;

   (d) that additional funding for recreation space and facilities be pursued;

(e) that a nature trail development be implemented (along the north-west drainage ditch, the south-east rail right-of-way) and where possible, Town-wide walk-way designation connecting recreation and community facilities;

(f) that ball parks and playing fields be developed where required;

(g) that the Town encourage commercial recreational enterprises;

(h) that the Town and School Authorities continue to work to achieve more community use of schools (a total Joint Use arrangement of facilities and open space would be in the best interest of the community);

(i) that a continuing development plan be established for a central, major recreation facility; and

(j) that the Town support area-wide recreational facilities.

2. Policies:

1. That the Town will establish an open space hierarchy.

2. That the central area of the neighbourhood unit will become the key open space.

3. That reserve lands will be located in accordance with the overall parkland hierarchy.

4. That Council will strive to implement the goals of the Recreation Master Plan, which will be consistent with this document.

5) INSTITUTIONAL

(1) Objectives:

1. That adequate land be allocated for the various institutional uses.

2. That joint use of facilities should be encouraged.

(2) Policies:

1. That allocation of institutional land will consider the Neighbourhood Unit and with due regard to access, parking, buffering, aesthetic development, reasonable costs and institutional use intended.

2. That where possible Council will encourage joint use of facilities through a joint use agreement. This aspect will be encouraged through suggestion or through the development agreement process.

6) PUBLIC ADMINISTRATION AREA

(1) Objectives:

1. That the Town take positive steps to establish a governmental center, in conjunction with the central recreational facilities, that will include Town and Provincial Government functions. This consolidation will compliment and balance core area development and assist in providing a strong central focus for the Town.

(2) Policies:

1. That the Town will establish a development plan for the Public Administration Area in conjunction with a plan for the Central Recreational Facilities in the area indicated on the Future Land Use Map.

2. That the Town will protect its interests through the development agreement or sale agreement and tie this function into adjoining land uses, shared parking, landscaping, architectural form and functional utility.

3. That the Public Administration Area will provide a linkage between the adjoining athletic (recreational) facilities and the high school.

4. That all development in the Public Administration Area will be in accordance with the development plan to be established by the Town.

7) TRANSPORTATION

(1) Objectives:

1. That the Town develop and maintain an efficient, effective and economical transportation network to meet the needs of the Town in future years.

2. That the transportation network be an efficient, safe system encouraging all aspects of circulation.

(2) Policies:

1. That the Town will designate and establish a functional road hierarchy as indicated on the Conceptual Road Hierarchy Plan (Map 2). This process will involve cooperation between developers (development agreement), the Town, regional and Provincial authorities. The Town will work towards establishing an arterial road plan for the region as a first step.

2. Collectors will service neighbour unit core areas to provide good access to major open space and/or facilities, higher density areas and to promote good, safe access to lower density residential areas.

3. New road and road upgrading costs will be borne by the new development and as prescribed by the development agreement.

8) UTILITIES

(1) Objectives:

1. The Town develop and maintain an efficient, effective and economical utility system capable of being expanded to meet future requirements at minimum cost to the existing development.

(2) Policies:

1. That future development (expansion) areas will follow the servicing concept adopted with the Municipal Servicing Study in 1981. (Note: limitation of regional system at 16,000 - 17,000 people).

2. That the minimum standards established by the Town and/or Provincial and/or Federal regulations will be maintained.

3. That costs of expansion will be borne by new development.

4. That the service area will be limited to the extent of the drainage basin (Map 1) presently occupied by the Town. This will ensure that additional lift stations and separate storm water management systems are not required. With this limitation reasonable population thresholds are still possible as indicated on Map 3.

SUMMARY AND MAJOR POLICY RECOMMENDATIONS

1). That development occur in the fashion and sequence developed in this plan.

2). That the drainage catchment area boundary as indicated be considered as the Town Boundary at the ultimate development stage.

3). That the "neighbourhood unit" concept described by the plan will remain the future development key for the Town. Reserve lands in the central core area and in other locations will be fully developable and brought up to the developed standards in accordance with the development agreement.

4). That housing unit construction will be encouraged to meet the requirements of future residents with no more than 50% of new housing unit starts in multiple family housing.

5). That the following adoption of the General Municipal Plan:

(1) a land use by-law be prepared and adopted to classify all lands within Town and regulate development;

(2) that the General Municipal Plan be monitored and adjusted as required through the normal planning process;

(3) that an Area Redevelopment Plan be adopted for the expanded commercial core area;

(4) that a Public Adminstration Area-Central Recreation Facility Plan be established for the area around the civic center;

(5) that a Regional Arterial Road Plan be established.

6). That the Town of Grand Centre participate in a joint planning committee with the Town of Cold Lake and the Municipal District of Bonnyville, to make land use recommendations in the area between the two communities which may affect either or both. Further that it is the opinion of the authors of this report that amalgamation of the local urban communities is inevitable.

7). That the Municipal Planning Commission (M.P.C.) be maintained to implement the land use by-law and make suggestions to Council on planning matters.

FUTURE LAND USE AND STAGING OF DEVELOPMENT

The Future Land Use Map for the Town of Grand Centre is enclosed in the rear pocket. Future land use areas have been indicated and as such expansion areas have been provided for residential, commercial, industrial, institutional and recreational land uses. The basis for the land use assignment have been developed throughout the plan document but of key importance are the following concepts: three major residential neighbourhood units, strong central commercial district and shopping center when it develops, establishment of park and roadway hierarchies and to provide for an economic expansion of Town services (utility and social).

The population capacities are outlined on Map 3 (Staging Development and Stage Capacities) and the Town can accommodate between 30,000 and 40,000 people (in land area) at reasonable densities (less than 18 to 25 people per acre).

The Town will ensure that the development sequence will be as shown on Map 3 of this document. If conditions and circumstances warrant, amendments can be made, but only after the ramifications on Town development have been examined. The staging as it exists provide population thresholds more than adequate in terms of the planning horizon. Land will be provided that could house and provide services to between 30,000 and 40,000 people. The various stages provide the logistics to expand the infrastructure.

MAPS

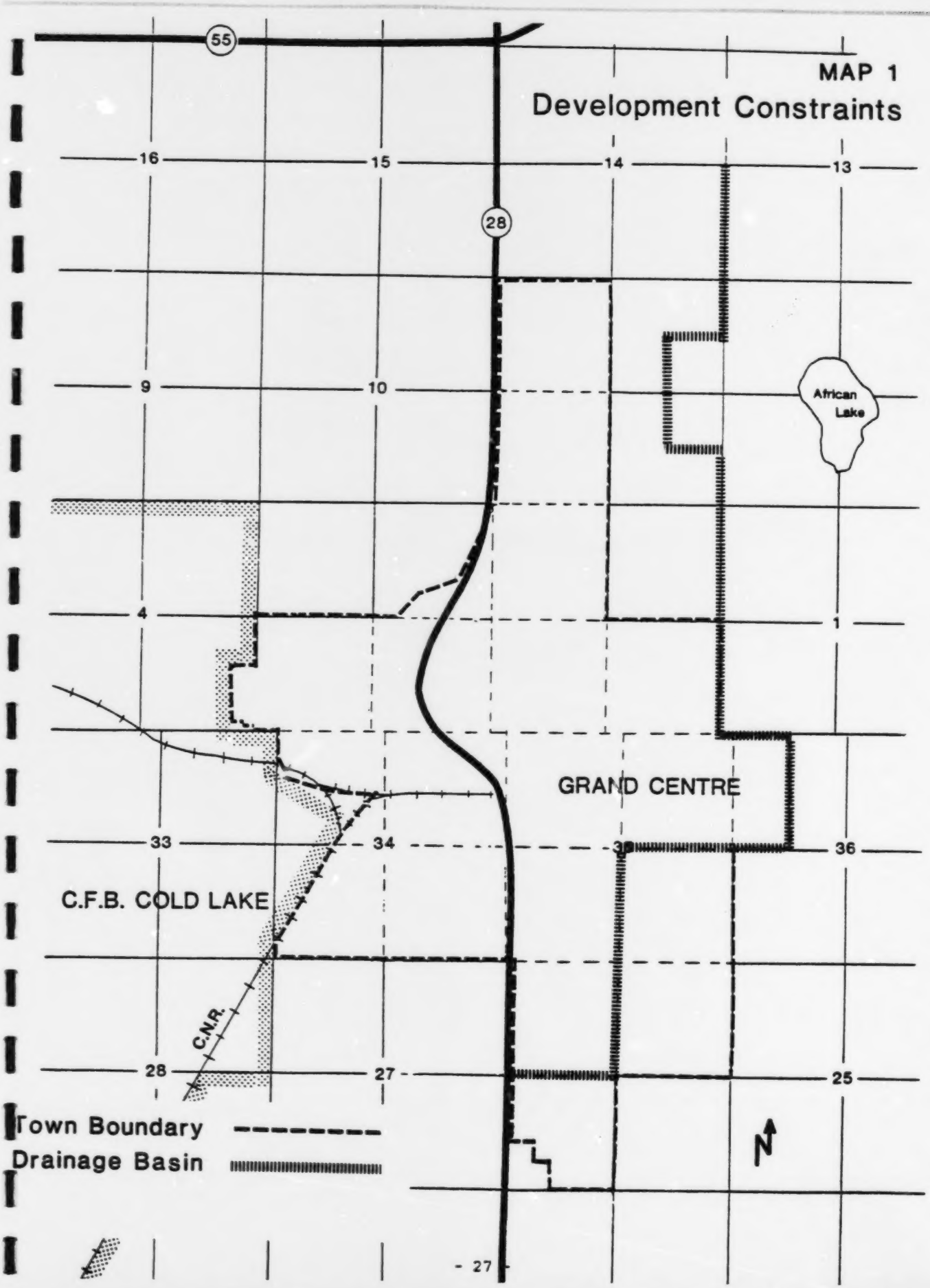
Map 1 Development Constraints

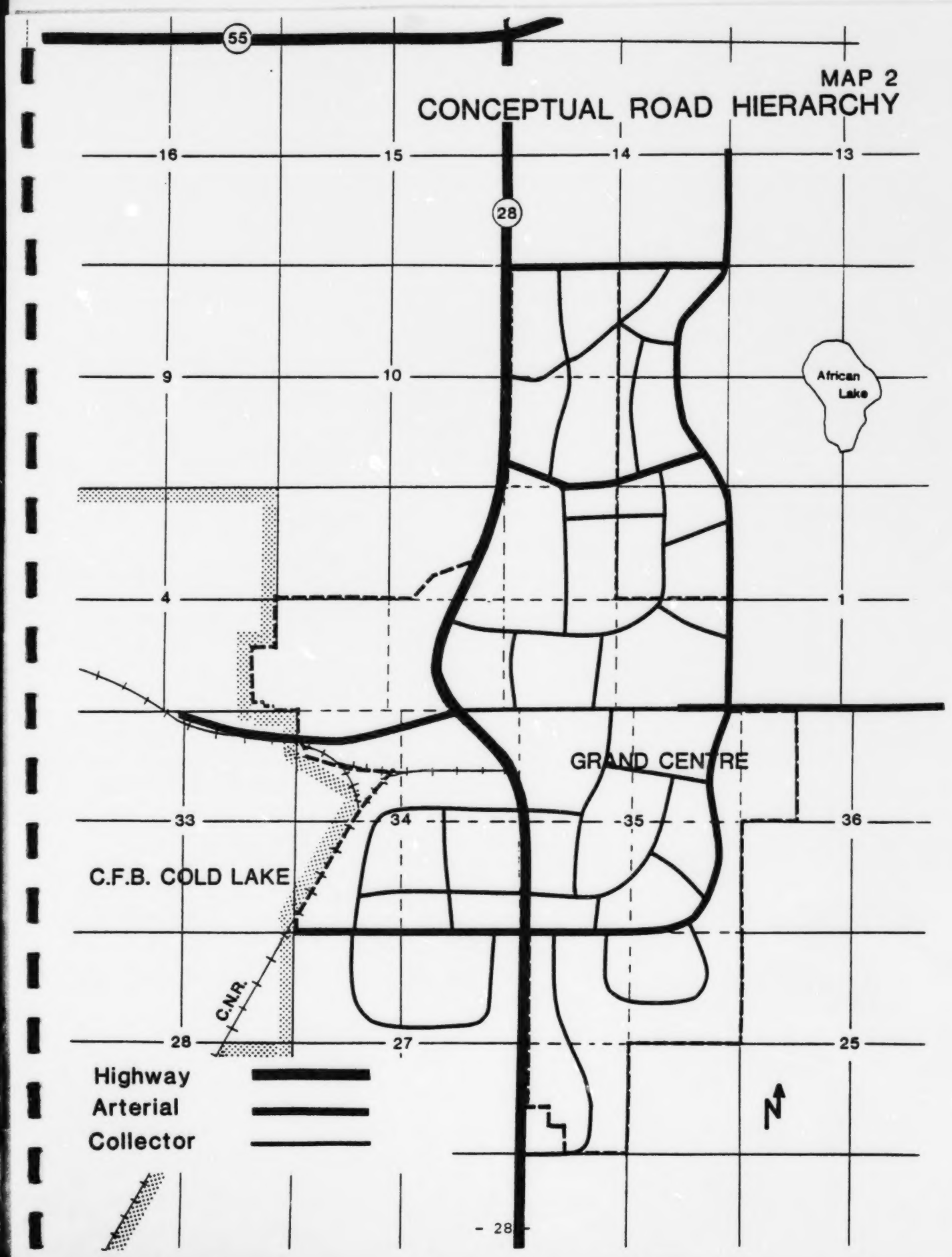
Map 2 Conceptual Road Hierarchy

Map 3 Staging Development and Stage Capacities

Map 4 Sample Neighbourhood Unit

Proposed Land Use Map (rear pocket)


MAP 1
Development Constraints
55
28
16
15
14
13
9
10
4
1
33
34
35
36
28
27
25
African Lake
GRAND CENTRE
C.F.B. COLD LAKE
C.N.R.
Town Boundary
Drainage Basin
N


MAP 2
CONCEPTUAL ROAD HIERARCHY
55
28
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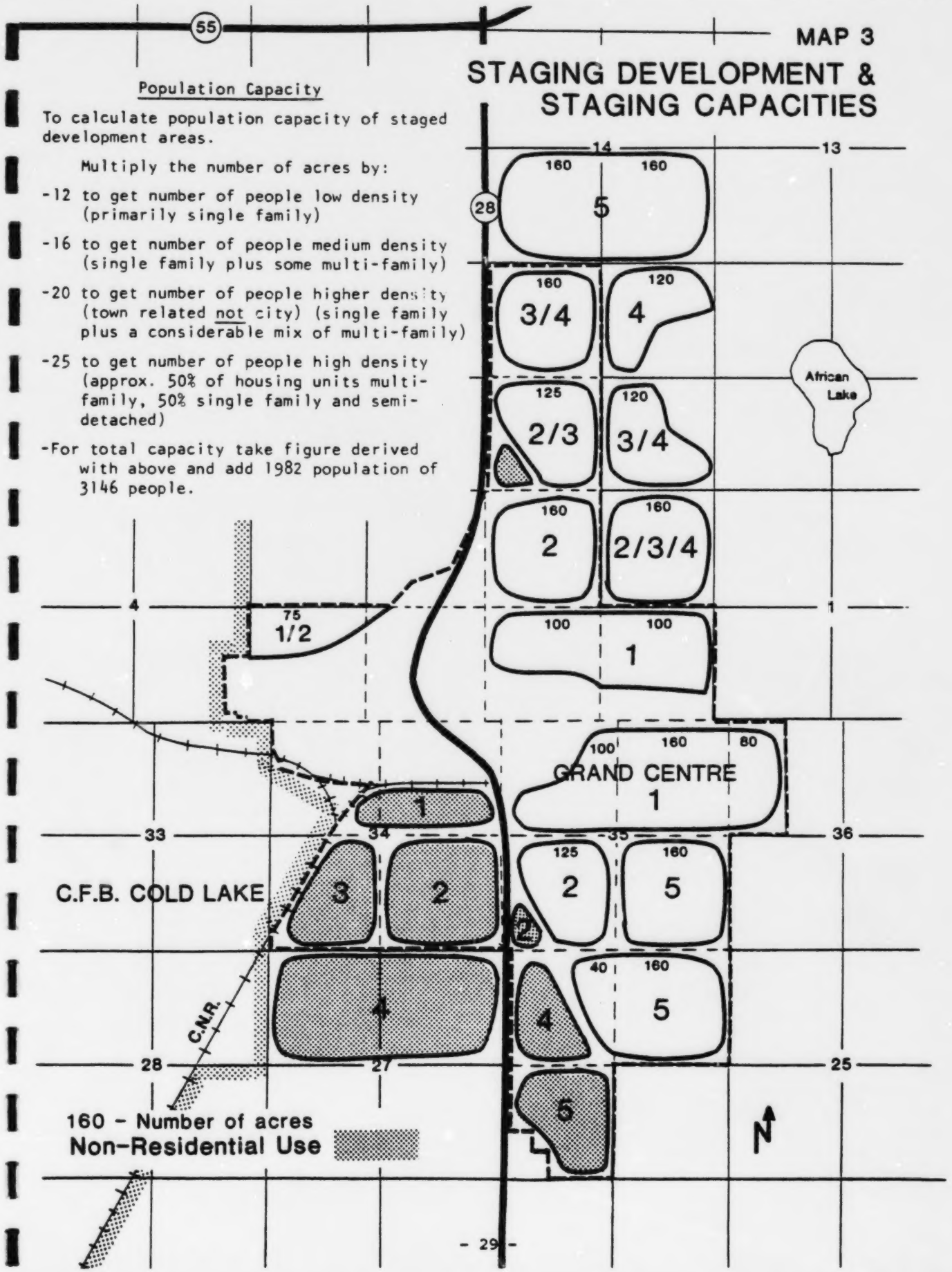
35
36
28
27
25
African Lake
GRAND CENTRE
C.F.B. COLD LAKE
C.N.R.
Highway
Arterial
Collector
N

MAP 3

STAGING DEVELOPMENT & STAGING CAPACITIES



Population Capacity

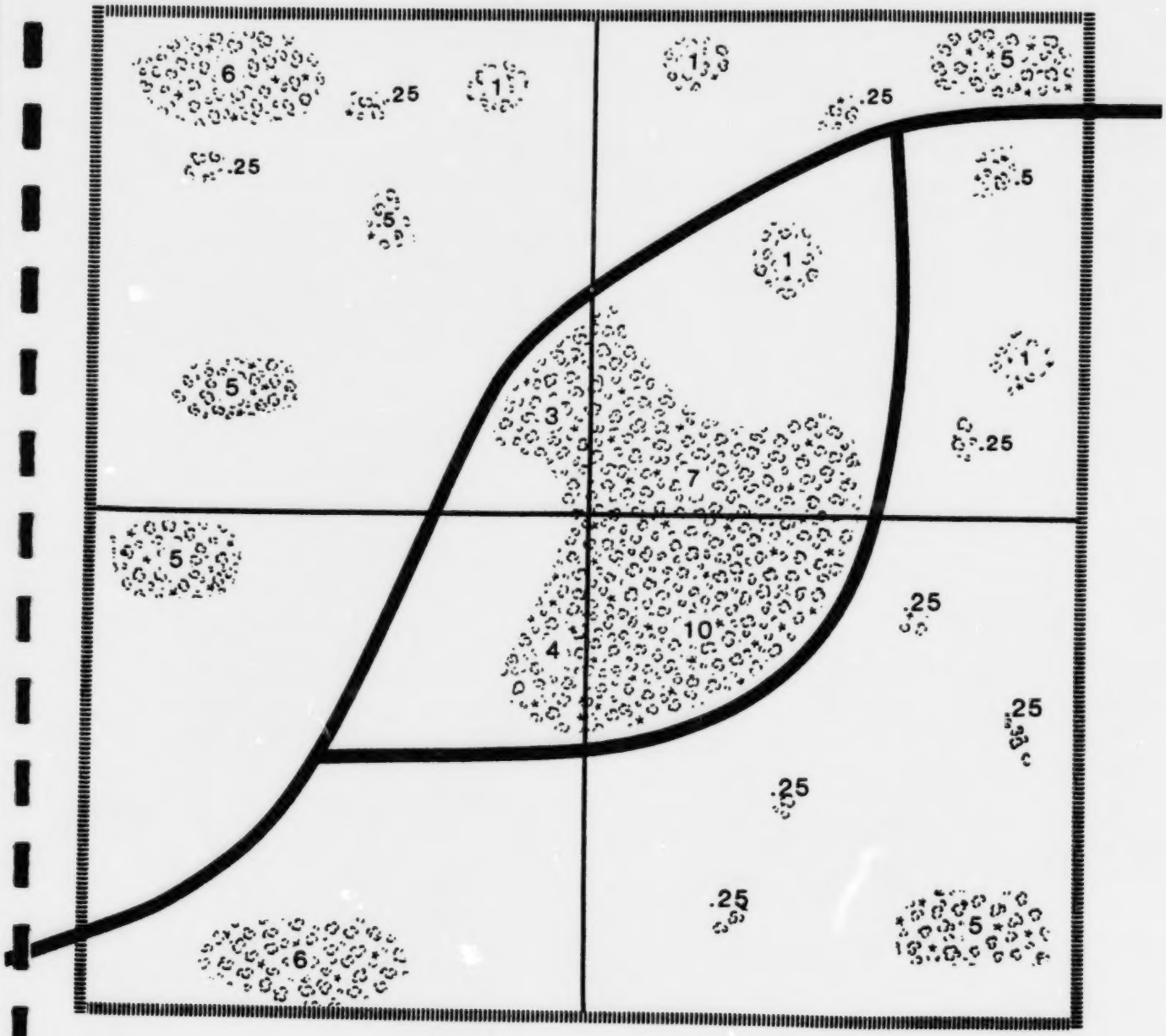
To calculate population capacity of staged development areas.

Multiply the number of acres by:

- -12 to get number of people low density (primarily single family)
- -16 to get number of people medium density (single family plus some multi-family)
- -20 to get number of people higher density (town related not city) (single family plus a considerable mix of multi-family)
- -25 to get number of people high density (approx. 50% of housing units multi-family, 50% single family and semi-detached)
- -For total capacity take figure derived with above and add 1982 population of 3146 people.

MAP 4

SAMPLE NEIGHBOURHOOD UNIT



.25 acres	=	.10 hectares (1000 sq.metres)	5.00 acres	=	2.02 hectares
1.00 acres	=	.40 hectares	6.00 acres	=	2.42 hectares
3.00 acres	=	1.21 hectares	7.00 acres	=	2.83 hectares
4.00 acres	=	1.61 hectares	10.00 acres	=	4.04 hectares